G. R. S. IX-5]

Previous references.

File No. 78.

1917.

Serial Nos.

(E. A. G.)

Later references.

GENERAL AND REVENUE SECRETARIAT.

Serial Nos.

Part B for

SUBJECT.

Public Service Training School.

W D 88—GPB—50,000—24-7-16

G.R.S. 11] 191 .

GENERAL AND REVENUE SECRETARIAT.

(G A Gs)

NOTES.

File No. 78.

FILE HEADING.

Public Service Training School.

From

No.	Dated	Received

Diary No.	Enclos.	Spare Copies.	Serial No.

BRIEF ABSTRACT OF LETTER.

NOTES AND ORDERS.

NOTES—First Sheet.

GPB—35,000—15-6-12

Mis. No. 359/EA 23
5-6-15.

PROPOSALS FOR A TRAINING SCHOOL FOR PUBLIC SERVICE.

Though the importance of careful recruiting has always been recognised, it cannot be said that the present methods ensure on the part of Government employees an adequate knowledge of the principles and details of official business. A certain degree of literary attainment is insisted upon and a pass in some special tests is prescribed for certain appointments. But these requirements are clearly insufficient for the intelligent discharge of official duties.

2. In some of the higher services, a course of training and probation is prescribed, but it is quite illusory and rarely does any good. In the case of the subordinate services, even this nominal training does not exist. The recruit is assigned substantive duties as soon as he is entertained, and is expected to get through them as best as he can. If he is naturally intelligent, he manages in course of time to do his work fairly well, but he rarely gets to know anything beyond its technique, and even of this, his knowledge is apt to be crude and partial. He is unable

unable as a rule to appreciate the larger problems of administration, and though he regards routine with something like superstitious veneration, he is never wholly good even at that because he does not understand its rationale.

3. That this is due to haphazard way in which Government servants are left to pick up their knowledge cannot be doubted, and the obvious remedy is to give them sound and systematic training. The manner in which this might be done is sketched below in a general way.

4. It is necessary that a Training School for public service should be established at Bangalore or some other convenient centre. To start with, the school may confine itself to the training of clerical subordinates, on whose efficiency the proper discharge of the public business of the country so - largely depends.

5. The subjects to be taught should primarily be those in which a clerk ought to be proficient, namely, accounts, correspondence, records, drafting, &c. Instruction in subjects

subjects required for the special test examinations may also be added.

6. The training should be thoroughly practical, that is to say, the pupils should learn by doing and not by listening. They must be made, by actual practice, to understand how different kinds of accounts are written up, how correspondence is conducted, how office registers are maintained, how records are arranged and periodically destroyed, how statements and returns are prepared, how reports are drafted, how arrears are checked, how enquiries are conducted, how offices are inspected, what books of reference are consulted on different subjects and so on.

7. By saying that the instruction should be practical, it is not meant that theoretical instruction should be eschewed. On the other hand it is necessary that practice should be explained in every case with reference to its purpose and underlying principles. If it be an account that is taught for instance, the objects that it serves, its place in the general system of accounts, the irregularities (it may be) that it is

is calculated to prevent or expose- all these points should be expounded. If it be a system of correspondence, the pupils should be taught its advantages over other systems, its appropriateness or otherwise for particular classes of business, and its characteristic drawbacks.

8. When an official understands the details of work in this manner, he will naturally apply himself to it with greater enthusiasm and interest. He will no longer look upon routine either as a bugbear or as a demigod, but will recognise it as a necessary and helpful instrument for the despatch of public business, which he may improve and adapt to his needs. The sense of initiative thus created is an advantage by no means to be despised.

9. But the rational comprehension of the technique of work, though very sorely needed, is not sufficient. An official must know at least in an elementary way the principles on which the various Departments are administered. This will enable him to interest himself in public affairs and to take large views of questions with which, in however a humble capacity, he might

might be called upon to deal. And it is obvious that the widening of the outlook brought about by this means will beneficially react to a material extent on the pefformance even of routine work.

10. It would of course be absurd to say or suppose that the Training School would be able to send forth clerks fully equipped with all the knowledge that they are likely to need or find useful. What the school might, and if properly staffed and conducted could do is to afford its pupils a decent equipment of initial business knowledge, and prepare them for acquiring more.

11. The proposal for a Training School for public service is nothing new. Such schools exist in other parts of the world, and even here, we have training schools for some technical services, e.g., Engineering, Police, &c. Some time back there was a school for the training of Shekdars. The establishment of an institution for clerical subordinates would thus only be to extend an already accepted principle to a class of public servants whose efficiency and training are a

a matter of the utmost importance to the administration.

12. If these views are approved, the working out of the details of the staff required, the curriculum, and the cost will offer no difficulty.

M Rao Sahib Rao
Secretary) 5/6/15

13

Submitted for his perusal. The papers will be resubmitted with full details.

7733
7.6.15 Dewan)

Dewan Sahib
6/6
7/6

I remember to have seen this scheme elsewhere & noted my views. Why should not this sort of training be given by & in the Commercial School?

14/7/15

Please see last page 8.

Please put up papers relating to the Commercial School very early.

16/7

16
x 0

Copy of G.P. No 8834-40/ Edn 462-07-24 Re. Improvement of Night and Commercial education is put up. For the Commercial School, Bangalore please see pages 8 to 11 ante.

KW
18/7/15

Please send me the file along with the one in which the opinions of offices have been called for on the proposal

RM
26/7

The file is put up
Called
RM
29/7/15 KW

Officiating Audit Branch

First Member's note on the ~~Educational~~ File No. 2 of 1915 re: recruitment of clerical and other non-technic services. (G. Ag 2-15).

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" As for the Training School proposed, it has to be considered whether it may not be made a part of the Commercial Schools in Bangalore and Mysore. The question of admission and initial qualifications will also have to be determined. No doubt all these matters will come up for consideration later on".

(Initd). H.V.N.
21-6-1915.

G. R. S. 12]

General and Revenue Secretariat. | File No. of 191 .

Serial No.

PUBLIC SERVICE SCHOOL.

The present scheme along with some proposals regarding recruitment, was referred to the Heads of Departments and Deputy Commissioners for opinion. Extracts from their replies bearing on the Public Service School are put up.

2. As regards the idea to establish the proposed school as a part of the Commercial School, it will be seen from what follows that the object and courses of study, the qualifications of the staff, the agency of management, etc., should be different for the two institutions.

3. Object - The object of the Public Service School will be to afford instruction in subjects with which Government officials should be -

NOTE—Contn. sheet.

GPB -70,000—17-12-15

G. R. S. 12]

General and Revenue Secretariat. | G A G File No. 78 of 191 .

Serial No.

should be familiar. It will be expected to prepare students intelligently for the Local Service examinations, besides providing a certain amount of general instruction in the principles and practice of public administration.

4. MANAGEMENT - The Board of Management for the Local Service Examinations would be the proper authority to be entrusted with the management of the school. The members of the Board would be in the best position to bring ~~xxxx~~ the instruction in the school into line with the standards of examination and vice versa.

5. COURSES OF STUDY - The following is a statement ~~of~~ of the numbers of candidates for the Local Service Examinations during the past 3 years -

Name of examination	1913	1914	1915
1. Revenue Higher	146	167	168
2. Revenue Lower	164	199	222
3. Criminal Higher	178	162	136
4. Criminal Lower	72	77	85
5. Civil Part I	47	44	47
6. Civil Part II	71	71	84
7. Accounts higher	97	110	89
8. Accounts lower	170	207	199
9. Registration	132	118	127

NOTE—Contn. sheet.

GPB—70,000—17-12-15

G. R. S. 12]

General and Revenue Secretariat. | G A G | File No. 78 of 191 .

Serial No.	Name of examination	1913	1914	1915
10.	Excise	40	52	38
11.	Forest	11	15	14
12.	Practice and procedure	12	14	11
13.	Prisons	5	5	3
14.	Precis	6	7	9
15.	Handwriting & Dictation	59	114	89
16.	Accounts entrance	-	38	33

NOTE - The above figures do not include the number of applications that have been rejected, viz., 13,13 and 44 respectively.

Some subjects, e.g., Revenue, Criminal, & Accounts are well patronised, while others have but a poor representation. In the case of the latter, it would not be practicable to institute regular courses of instruction but the Board should be at liberty to arrange them in any year in which there may be a promise of decent attendance. Revenue, Criminal, Accounts, and the clerkship course to be presently explained will be fairly constant courses every year.

6. The clerkship course should comprise instruction in precis writing and office routine A pass in this examination should be made obligatory on all officials drawing a pay of Rs 25 or more. Handwriting and precis ~~writ~~ writing may be abolished as separate examinations if the

NOTE—Contn. sheet.

GPB—70,000—17-12-15

G. R. S. 12]

General and Revenue Secretariat. | Edy File No. 78 of 191 .

Serial No.

the clerkship course is instituted.

7. A course of lectures in public administration may also be arranged from time to time. Officers who have made a special study of the work of their department should be invited to speak on its history, lines of development, functions and methods of procedure. General administrative questions should also be selected for occasional discourse and discussion. No examination is proposed for this course.

8. MODE OF INSTRUCTION - Our present scheme of service examinations is faulty in demanding a minute knowledge of detail, unaccompanied by a study of first principles. A person may have successfully passed an examination in Registration, for instance, without knowing anything or very little about the object of registration or its relation to the affairs of the people or the administration. A memory which will enable him to reproduce the provisions of the Regulation and Rules is all that is wanted to take him through.

9. A second defect is that the knowledge though detailed, has no grip of reality. The successful candidate in the Registration examination, to instance him once again, would be readily able to describe the scope of the several Registration books in approved language, but never having seen the books themselves, his knowledg

NOTE—Contn. sheet.

GPB—70,000—17-12-15

G. R. S. 12]

General and Revenue Secretariat. G A G File No. 78 of 191 .

Serial No.

knowledge on the point is likely to be vague and will not perhaps outlast the examination.

10. These two important defects have to be rectified. The substitution of oral teaching for mere book study, assuming that the teacher is moderately competent, will go a long way towards supplying that knowledge of general principles without which the provisions codes, legal enactments, etc., are apt to appear arbitrary and disjointed.

11. A little practical work in connection with the teaching will cure the second defect. A candidate for account examination may perhaps be required to work for a short time in a Treasury in order to gain practical acquaintance with the system of accounts. An official studying for the Revenue Examination should be given some field training in order to enable him to understand the joint report and the principles of settlement. Similarly appropriate practical courses should be instituted for ~~every~~ other examinations.

12. Mode of examination - The question papers may be divided into two parts, I Theoretical and II Practical exercises. The former should be confined to eliciting the candidate's knowledge of the general principles of a subject, and the latter should aim at testing his ability to apply his knowledge to actual

NOTE—Contn. sheet.

GPB—70,000—17-12-15

Serial No.

actual work. He should be allowed to consult books in answering the second paper. It is also desirable to introduce an element of viva voce into the examination.

13. Staff, Cost, etc. - No permanent staff is necessary for the school. Each year the Board of Management should appoint a competent person for each course of study proposed to be held, and remunerate him on a moderate scale. In course of time, if the school should become popular, fees may be levied from the students at the rate of Rs 3 per course, but for the present, this is inadvisable. The cost of the institution cannot be calculated without some actual experience of its working, but it is believed that Rs 3,000 per annum will be an adequate provision.

3 courses (Revenue, Accounts & Criminal) consisting altogether of 60 lectures	Rs 1,200
Lectures on General Administration 10.	200
Allowances to the Secretary to the Board at Rs 50 per mensem	600
Other expenses including books, contingencies, etc.	1,000
Total Rs	3,000

14. Location - The school may be held in the High School building.

NOTE—Contn. sheet.

GPB—70,000—17-12-15

15 37

G. R. S. 12]

General and Revenue Secretariat. Edg File No. 78 of 191 .

Serial No.

35. The school hours should be in the evening so as to enable persons employed in offices to attend classes, after their day's work.

36. The question of giving stipends to officials employed in the mofussal in order to enable them to attend the school may be reserved for future consideration. (Case in the case of Shembavi candidates)

37. The school would of course be an experiment, further developments depending on the results of experience.

Revised

NLL 17/3/16 25/4/16.

See)

38 A shorter note providing for a class for clerkship - Examination only has been separately submitted as desired

See)

NLL 28/3/16

that has been separately disposed of. Please see if the above scheme need require revision & if so, do the needful

Manager 28/4

Please put up this file at the end of June when the clerkship classes have been started

NLL 28/4

NOTE—Contn. sheet.

CBB—73,000—17-12-15

Extracts from letters of Heads of Departments and Deputy Commissioners regarding the opening of Public Service Training School.

(The originals are in G. A. G 75 "Recruitment of Subordinate Service)

1. Muzrai Superintendent - "I am, however, doubtful about the success of a general school for training men for public services of all kinds. Each major department has now its own school of training and it is the easiest method that can be devised. In all large offices some margin in the staff employed will ordinarily have been provided for to allow for the training of new entrants. Even for mere routine clerical work it would appear that there is nothing like actual experience in the office itself".

2. [redacted], Chief Court - " As for the school for the training of public servants contemplated in paragraph 3 of the Government proceedings, the Judges doubt whether the school would be worth the money that would have to be spent on it".

3. Revenue Commissioner - " I see no necessity for opening a school of the kind. Instructions in the subjects prescribed for departmental examinations given at such a school cannot be of much use. A fairly intelligent clerk who joins an office is likely to learn more there than in a school".

Meteorological Reporter - " I believe that facts and figures relating to the number of vacancies that occur every year on the average in the upper ranks of the subordinate non-technical service have been ascertained and that the number is large enough to justify the establishment of a school for the training of recruits for filling up those vacancies. "

" Granting that a necessity has been made out for opening a school of the kind proposed and that a school is established training in the "routine of official business" and in the "general principles of public administration" should be made compulsory on all the candidates that seek admission to the school as a preliminary course to be undergone whatever the department (Revenue, Judicial, etc) in which they may find employment after leaving school. Only those that pass an examination in the two subjects above referred to should be permitted to proceed to the special classes that prepare candidates for departmental examinations"

"If, as I understood, the school is intended primarily for training recruits for the more responsible posts of the subordinate service, the minimum educational qualification for admission to the school should be prescribed."

"In case a candidate wishes to qualify himself for service in two or more departments, he may be granted facilities for doing so."

" Permission may also be granted to those already in service to undergo special training in the school".

" Physical drill should be made compulsory on all candidates that are admitted into the school".

" Heads of non-technical departments and Deputy Commissioners of Districts may be requested to prepare before a certain date in the year, lists of vacancies likely to arise in the offices subordinate to them and to send copies of the same to the Head of the institution for communicating with the candidates that have left school and are waiting to be employed".

5. Deputy Commissioner,Hassan.- " As regards the question of opening a school for the training of recruits for public service, it is beset with practical difficulties and there will be hardly any necessity for it if such system as the following is followed in appointing young men:-

"All recruits or applicants should be attached to Taluk or District office by judicious distribution according to their qualifications and aptitude for at least 3 months where they should attend to registering papers, preparing precis, reports and accounts and all copying work should be given to them

them so that they may earn some remuneration for their subsistence. After 3 months they may be given acting appointments and confirmed only after they have given proof of their fitness at a practical examination to be held by a Gazetted officer to occupy responsible posts.

Recruits seeking executive appointments should undergo further training under executive officers for 3 months more and should produce a certificate from an officer of a rank not lower than that of an Amildar.

For the posts of Amildar and Deputy ~~Amildar~~ Amildar and other executive offices, young men who have passed the Mysore Civil Service but have failed to come within the select number, may with advantage be appointed. This has already been tried successfully in the State. But they must undergo training as above stated before being appointed to permanent posts.

A register should be maintained in the Taluk and District offices shewing the names of such volunteers under training and also those that have successfully undergone training. When trained men are available no outsiders should be appointed to fill up vacancies.

If the ministerial offices are divided into upper and lower divisions, graduates may be started on higher pay in the upper division after the necessary training as in Madras and Bombay".

6. Deputy Commissioner, Kolar - In para 3 of G.O. under reply, it is proposed to establish a school for the training of public servants in the routine of of official business and in the general principles of public administration. In this matter my opinion is that any amount of theoretical teaching to equip the candidates with the details of the routine and administrative work will not produce the desired effect, for, after all, the knowledge derived from such a training will only be theoretical. It is only when an official has been entrusted with important work and is made to feel the responsibility of doing it intelligently, correctly and within a given time, that he will pick up the routine work and other details quickly. In the examination proposed to be held after the nec essary training is over, the official would be declared to have passed it if he secures a certain percentage of the marks but in the practical work on which he may be employed in an office, he will be expected to do the work assigned to him completely and well if he has to satisfy his superior officers To illustrate what I mean I take the District office for an instance. For one to matser thoroughly the various details of the work in the Revenue Department, there can be no better school than the District office and no better teacher than the District Sheristedar and the heads of the several branches. It is said that the knowledge gained in the course of ordinary work could not be otherwise than crude and

and mechanical but I am inclined to think the other way. It is only this training that will stand him in good stead. Unless one is actually confronted with the difficulties and is left to himself to solve the intricate questions with occasional instructions and hints from experienced officials in the office he will learn nothing".

7. Excise Commissioner - "There is no objection to the starting of an institution to train public servants, but, I am afraid I must say that the practical results attained by such a schem are not likely to be commensurate with our expectations. This is for the simple reason that academic studies and teachings, divorced from realities and actual facing of facts as also from the sense of responsibility(evils always attendant on a theoretical course of studies) cannot produce the type of public servants that we want. I would far rather prefer the introduction of a system of "Study leave" as is in vogue in British India, with such adaptations as may be necessary to suit our conditions and requirements. That raw and fresh recruits must pick up experience at the cost of the public is to a certain extent, unavoidable, although it may be greatly minimised by suitable means, such as the greater encouragement of the more capable and zealous hands, etc. The utmost that a school could teach would be routine procedure in offices, such as registering, etc., and this is already

already being done by insisting on the study of office manuals and the passing examinations therein, e.g., in the case of applicants for posts in the secretariat. This may, if necessary, be extended to other offices also, though the necessity for insisting on passes for comparatively simpler offices, is far from urgent".

8. Deputy Commissioner, Kadur - The idea of establishing a school for the training of public servants in the subordinate grades is also an excellent one as it would give them a practical training and an insight into the broad principles which underlie the rules which they hitherto blindly followed thus adding much to their efficiency".

9. Senior Surgeon - " The suggestion made in para 3 of establishing a school for the training of candidates for public service is acceptable to me".

10. Superintendent, Revenue Survey & Settlements - "The suggestion about establishing a school (para 3) for giving a preliminary training to officials in the general principles and technique of Government work is a sound one".

11. Director of Mines and Geology - The establishment of school for training public servants and the prescription of a pass in the appropriate

appropriate examinations as an essential qualification for the more responsible posts would doubtless produce useful results if the teaching is good".

Improvement Trust Bd.

12. President, City ~~Municipal Council~~, Mysore -"The proposal to open a school for training public servants is good. Such a school may at present be established at Bangalore and the officials selected be instructed in the subjects prescribed for departmental examinations in the routine of official business and in the general principles of public administration as suggested in para 3 of the Government order at least for 6 months".

X 13. Deputy Commissioner, Bangalore -"The formation of a school for training clerks will only accentuate the present defects. All the training that is necessary can be obtained by recruits under experienced senior officials. A few recruits may, if necessary, be allowed to be kept and trained in all offices".

✓ 14. I. G. of Prisons - " I quite agree with the suggestions made on the subject".

✓ 15. I. G. of Education -"I have the honour to state that it is a good idea to arrange for giving recruits for the public service a course of training in the technique of official work".

X 16. Comptroller -"I am not of the opinion that a separate school is necessary for the training of

of public servants. When once a school is started there will be a considerable number of applicants for training in the school though it should, as it ought to, be advertised that no appointments can be guaranteed to those that pass successfully from the school. As all those that receive training cannot be provided for with appointments, the men's time and energy will have been wasted in acquiring knowledge which will be of no use to them afterwards. Moreover, the departmental examination prescribed for each department of Govt. is different and the knowledge of office routine and technique required for each office is also different. I therefore think that the proposal to establish a separate school for this purpose does not serve the end in view".

17. Registrar of Co-operative Societies -"The proposal to establish a school for the training of public servants is a welcome one and likely to lead to satisfactory results. The training herein contemplated will have to be necessarily of an elementary character and should be of two kinds - a general training in official business and in the principles of the public administration and a special one in the work of the particular department which a candidate seeks to enter. There already exists in the State a number of special schools which train candidates for work in certain

certain departments. Further, the Government have ruled that a pass in certain examinations is a necessary condition of admission into certain others. But I think that every examination - should be preceded by a course of training in the subjects prescribed for that examination. Indeed as between the course and the examination, the former is really the more useful. This system should be extended until every department of the public service provides training for candidates in its own work, and it should be controlled by a central body which should also be placed in charge of the arrangements connected with the general training referred to above.

In this connection, I may state that I am separately submitting proposals to the Government in the matter of establishing a Co-operative School and holding x co-operative examinations".

18. Deputy Commissioner, Chitaldrug - The proposal to establish a school for the practical training of officials after they have successfully passed the requisite examinations is good but it may be limited to those who have put in a service of 10 years or at least 5 years. These may be trained in batches for a couple of months at a time, lectures on the broader aspects of departmental work being delivered to them".

19. President, City Municipal Council, Mysore - "The proposal to open a school for training public servants is good. Such a school may, at present, be established at Bangalore and the officials selected be instructed in the subjects prescribed for depart-

departmental examinations in the routine of official business and in the general principles of public administration as suggested in para 3 of the G.O. at least for 6 months".

20. Deputy Commissioner, Shimoga - A school for the training of public servants as proposed in para 3 would meet a real want and be of great advantage If such a school be started a training in the school might be insisted upon as a qualification for all appointments carrying a salary of more than Rs 25 in the case of men newly employed".

21. Director of Industries and Commerce - I am not in favour of the establishment of a school for training public servants and I think that any deficiencies now experienced may easily be made good by making the departmental examinations more efficient. The general principles of public administration is rather a lofty term with which to designate the elementary ideas which subordinates should have regarding their duties. I am further of opinion that the knowledge and experience which subordinates should possess regarding their duties is better acquired in the various offices in the course of official work than in a school where the instruction must necessarily be of a very artifical character